

The status of teachers

An instrument for its improvement:
the international Recommendation of 1966

Joint commentaries by the ILO
and Unesco, 1984

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and Cultural Organization

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Introduction

To consider all aspects of employment of primary and secondary teachers and to improve their status — such was the ambitious goal set in the sixties by the International Labour Organisation and the United Nations Educational, Scientific and Cultural Organisation. In fact, preparation for the teaching profession, which is the responsibility of Unesco, cannot be considered in isolation from the social and economic situation of teachers, which falls within the scope of the ILO. Similarly, the educational policy of a country — again a problem falling within the sphere of competence of Unesco — cannot be separated from the question of teachers' employment and terms of service, which come within the purview of the ILO.

There are a very large number of teachers in the world: about 16 million in 1966, a figure that has more than doubled today, and this increase is not likely to be halted in view of the needs of the developing world. The role played by teachers is an essential one for the progress of moral and cultural values as well as for economic and social progress, as it is through education that everyone can make full use of his/her abilities and intellectual capacities.

The ILO and Unesco therefore decided to propose to States an instrument dealing with all problems relating to teachers. Following a considerable amount of activity carried out jointly, a Special Intergovernmental Conference convened by Unesco considered a draft Recommendation drawn up by a joint ILO/Unesco Committee of Experts, taking into account the observations received from States and teachers' organisations. This draft, with amendments, was unanimously adopted.

In the Preamble to the instrument, the Conference expresses its conviction that in spite of the diversity of laws, regulations and customs which apply to teaching staff, similar questions arise in all countries, and these questions call for the application of common standards and measures. The Conference draws attention to the existing international Conventions which are applicable to teachers, and in particular those concerned with basic human rights, such as the ILO Conventions on freedom of association, equal remuneration and discrimination in respect of employment and occupation, and the Unesco Convention against Discrimination in Education. It further recalls the recommendations of Unesco and the International Bureau of Education on the preparation and status of teachers in primary and secondary schools, as well as the Unesco Recommendation concerning Technical and Vocational Education.

This Introduction is followed by the body of the Recommendation. Its provisions are reproduced below, with brief commentaries. After the necessary definitions have been given and guiding principles established, the Recommendation proposes a set of objectives which, in many areas, are still today of a highly advanced nature. The Recommendation also attempts to consider problems in relation to the needs of society. All aspects of an economic and social system are in fact inter-related. The status of teachers cannot be considered in isolation; it must be examined within the national setting, with a view to establishing those balances which are essential to the well-being of the community.

Nevertheless, the best of instruments can have no impact unless it is applied. This one, which is a Recommendation, does not impose any obligations; States are *invited to draw guidance* from its provisions. In order to learn about the relevant measures adopted by States, it was necessary to establish special machinery, which is described below.

The member States of the ILO and Unesco are periodically requested to report to the two organisations on the application of the Recommendation. A special body was set up to examine their reports, the Joint ILO/Unesco Committee of Experts on the Application of the Recommendation concerning the Status of Teachers (referred to below simply as "the Committee"). The governing bodies of the ILO and Unesco each designate six of the 12 independent experts — appointed in their personal capacities — who are members of the Committee. The Committee has met five times since 1968, either to prepare questionnaires for obtaining information required for following up the application of the Recommendation or to examine and comment on the replies received. The last meeting was held in 1982 and the next is scheduled for 1985. The conclusions contained in the Committee's reports are accompanied by recommendations.

What conclusions has the Committee drawn from its work? As regards specific questions dealt with in the Recommendation, the reader should refer to the commentaries which are given after the various paragraphs and which it has been necessary to restrict to the most essential points. Regarding the overall results of the three rounds of consultations on the application of the instrument, the Committee's successive reports point to a positive evolution.

Thus, governments generally accept the need to assure teachers of a status which is in accordance with, on the one hand, the essential role played by teachers in the progress of education and, on the other hand, the importance of their contribution to the development of man and society. Among the factors which determine the status of teachers, remuneration obviously plays a central role and the Committee has been concerned with this question. However, emphasis has also been placed on moral and professional satisfaction, satisfaction with regard to public esteem for teachers, their recognised role in society and the opportunity to pursue a professional career. In this connection, the Committee has attached considerable importance to teachers' freedoms, among which it has drawn a distinction between civic freedoms, that the teacher shares with all

citizens, and occupational freedoms. The latter include the right to design and update curricula and teaching methods, and to participate in the elaboration of educational policy and in educational planning. With regard to freedom of association, the Recommendation has perhaps contributed to heightening teachers' awareness of their rights in this area. The complaints submitted by teachers' organisations to the Committee on Freedom of Association — an organ of the ILO Governing Body which is responsible for examining complaints in this field — have become more and more frequent.

To put into effect two of the basic principles stressed in the Recommendation — the child's right to education and the improvement of education in both quantitative and qualitative terms — educational development plans incorporated in national development plans are frequently aimed at providing better teacher preparation. The latter is extended by in-service training, whose crucial role in adapting education to the changing needs of societies is increasingly acknowledged.

The Recommendation is now 18 years old and a great deal has changed in that time. New teaching methods have been introduced, bringing in technology and making the learning process easier for the child. In addition, recent social, cultural and economic changes in societies have not only helped to bring curricula more into line with needs, but also assigned new roles to teachers — for example, in education for development. In 1979 and in 1982 the Committee identified various items which would appear to call for updating. In this regard, the ILO and Unesco are now seeking the opinions of governments and teachers' organisations; some of the latter have requested that provisions with the force of a Convention be adopted to strengthen the protection afforded to teachers at the international level. All this shows clearly that the matter is being pursued in a dynamic manner.

The ILO and Unesco remain convinced, however, that the present instrument continues to be of great value to teachers. Its provisions should merely be better known, better understood and, above all, better implemented.

The Committee undertook an analysis in 1982 of the effectiveness of the Recommendation and of its own work, from which it is apparent that all is not for the best in the best of all possible worlds . . . One trend is disturbing: while in 1966, 77 States out of 126 replied to the questionnaire concerning the application of the Recommendation, in 1975 only 72 replies were given to the 144 questionnaires sent out and, in 1981, 65 out of 153. Not only is the number of replies diminishing, but some of them are incomplete and imprecise. Comments are rarely received from national teachers' organisations in spite of the fact that such comments have been expressly requested and are an essential element in evaluating the situation. It is true that in some countries the Recommendation has served as a basis for reforms which have appreciably improved the status of teachers. Nevertheless, generally speaking, this instrument is still insufficiently known to both the competent authorities in this field and

teachers' organisations. In order to remedy this state of affairs, the Unesco General Conference and the ILO Governing Body requested the two secretariats to make efforts to promote greater awareness and understanding of the Recommendation and of the work of the Committee.

This booklet is an attempt to contribute to those efforts. It will have fulfilled its purpose if it serves to make all those concerned — authorities, teachers and parents — more aware of the importance of the Recommendation, the role that it can play in their daily lives by aiding them in the solution of specific problems, and the way in which it can, through the improvement of education, foster the development of the child, and hence the future adult, as well as community progress.

***Text of the Recommendation
concerning the Status of Teachers
and commentaries***

I. DEFINITIONS

1. For the purpose of the Recommendation :

(a) the word "teacher" covers all those persons in schools who are responsible for the education of pupils ;

(b) the expression "status" as used in relation to teachers means both the standing or regard accorded them, as evidenced by the level of appreciation of the importance of their function and of their competence in performing it, and the working conditions, remuneration and other material benefits accorded them relative to other professional groups.

The term "teacher" also applies to school principals, inspectors and all those who assist teachers in their work, through advice or direct action.

II. SCOPE

2. This Recommendation applies to all teachers in both public and private schools up to the completion of the secondary stage of education, whether nursery, kindergarten, primary, intermediate or secondary, including those providing technical, vocational, or art education.

The Recommendation applies also to teachers in nursery schools or kindergartens, but does not cover teachers in branches of education above the secondary level. It might be mentioned that Unesco, in conjunction with the ILO, intends to look into the possibility of similar standard-setting action for higher education personnel.

III. GUIDING PRINCIPLES

Part III contains Guiding Principles which form the basis of the instrument; it establishes general criteria which are developed and elucidated in the following parts. Consequently, the commentaries on paragraphs 3-9 are also of a general nature, more specific observations being formulated at the appropriate place.

3. Education from the earliest school years should be directed to the all-round development of the human personality and to the spiritual, moral, social, cultural and economic progress of the community, as well as to the inculcation of deep respect for human rights and

fundamental freedoms; within the framework of these values the utmost importance should be attached to the contribution to be made by education to peace and to understanding, tolerance and friendship among all nations and among racial or religious groups.

This principle emphasises the two poles of educational activity: the development of the human personality and progress of the community.

Reference to the community, by placing education within the overall social setting, adds a further dimension to the teachers' duties and responsibilities. Teachers are thus justified in extending their activities beyond the narrow limits of the school, and even the formal education system, perhaps to non-formal education for young people and adults.

Educational activity in this sense entails for the teacher a commitment to the community, the pursuit of cultural development in the broad sense of the term and a useful relationship with the world of work.

In view of the contribution which education can make to securing respect for human rights and fundamental freedoms and for international values, mention should be made of another Recommendation, the one adopted in 1974 by the member States of Unesco on Education for International Understanding, Co-operation and Peace and Education relating to Human Rights and Fundamental Freedoms.

4. It should be recognised that advance in education depends largely on the qualifications and ability of the teaching staff in general and on the human, pedagogical and technical qualities of the individual teachers.

This paragraph, which outlines the general characteristics of the teacher, is developed further in Part V.

5. The status of teachers should be commensurate with the needs of education as assessed in the light of educational aims and objectives; it should be recognised that the proper status of teachers and due public regard for the profession of teaching are of major importance for the full realisation of these aims and objectives.

This paragraph is of interest in that it establishes a relationship between the status of teachers and the needs of education. In other words, it recognises that the dignity of the profession must be commensurate with the objectives which a society assigns to its educational system.

6. Teaching should be regarded as a profession: it is a form of public service which requires of teachers expert knowledge and specialised skills, acquired and maintained through rigorous and continuing study; it calls also for a sense of personal and corporate responsibility for the education and welfare of the pupils in their charge.

This paragraph introduces key concepts — "profession" and "public service". Teaching should not be regarded solely as an occupation which

merely requires the possession of skills ; it is a true profession with all the requirements and responsibilities towards society that the term implies for those who exercise it.

7. All aspects of the preparation and employment of teachers should be free from any form of discrimination on grounds of race, colour, sex, religion, political opinion, national or social origin, or economic condition.

This paragraph applies, in the specific field of application of the Recommendation, the principles proclaimed in the Universal Declaration of Human Rights, in particular article 26, and the International Convention on the Elimination of All Forms of Racial Discrimination. Other Unesco instruments might also be mentioned: the Recommendation against Discrimination in Education; the Convention against Discrimination in Education; the Declaration on Race and Racial Prejudice.

The Committee has been particularly concerned with equality of opportunity and treatment for men and women. In general, equality is assured under the law but inequalities persist in practice. Thus, with very few exceptions, women remain very much in the majority at the lower levels of education but are far from occupying a corresponding proportion of responsible posts at those levels. In view of the small amount of progress achieved in this area, the number of those in favour of positive action to speed up the provision of equal opportunity and treatment is increasing.

With regard to discrimination on grounds of religion or political opinion, it has been shown that in some countries the candidate for a teaching post must support the political system or ideology in force, or supply a certificate of good conduct issued by an authority attached to the dominant party. The Committee felt that these requirements were in contradiction with the Recommendation. It did not give an opinion on the requirement of nationality that is sometimes applied.

As regards racial discrimination, it is generally prohibited by law but is still practised in some instances. In order to counter racial discrimination, some countries reserve certain teaching posts for members of disadvantaged categories (castes, tribes).

8. Working conditions for teachers should be such as will best promote effective learning and enable teachers to concentrate on their professional tasks.

An entire section (Part IX) is devoted to "conditions for effective teaching and learning". In fact, one of the major contributions of the Recommendation has been to underline the connection between teachers' employment and working conditions, on the one hand, and the quality of teaching and effectiveness of educational policy, on the other. This principle implicitly suggests the notions of investment and yield in education, to which those responsible for educational policies and plans often attach prime importance.

9. Teachers' organisations should be recognised as a force which can contribute greatly to educational advance and which therefore should be associated with the determination of educational policy.

ILO standards concerning the right to organise and collective bargaining apply to teachers and were already in force in the great majority of member States of the ILO and Unesco when the Recommendation was adopted. Two basic instruments — the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98) — are in fact referred to in the Preamble to the Recommendation.

It will be noted from a reading of the subsequent provisions of the instrument that whenever an important decision is to be taken, teachers' organisations should be regarded as being a full partner of the employer, whether or not the latter is the State. The Committee has noted, however, that the authorities do not always accept the authorised representatives of organisations as negotiating partners, but select individual teachers in a personal capacity. It is the Committee's view that this practice runs counter to the spirit and the letter of the Recommendation. It considers that it would be useful to establish rules laying down the procedures for consultation and co-operation between, on the one hand, teachers and their organisations, and, on the other, the school authorities.

IV. EDUCATIONAL OBJECTIVES AND POLICIES

10. Appropriate measures should be taken in each country to the extent necessary to formulate comprehensive educational policies consistent with the Guiding Principles, drawing on all available resources, human and otherwise. In so doing, the competent authorities should take account of the consequences for teachers of the following principles and objectives:

This section tends to offer guidance rather than setting standards in the strict sense of the term. In specifying desirable achievements for an ideal education system, the Recommendation is not attempting to impose a particular model on member States; on the contrary, it recognises that each country is responsible for working out an educational policy corresponding to its specific needs and for making use of existing resources and skills.

(a) it is the fundamental right of every child to be provided with the fullest possible educational opportunities; due attention should be paid to children requiring special educational treatment;

This subparagraph is based on the Declaration of the Rights of the Child (especially points 5 and 7) adopted in 1959 by the United Nations General Assembly, and anticipates similar statements put forward during the International Year of the Child in 1979.

It lays emphasis on two aspects: access to education as the right of

every child — which demands an effort to provide schooling for all — and the need to pay special attention to children who are handicapped or have learning or adjustment problems — which demands specific measures in regard to teacher training.

(b) all facilities should be made available equally to enable every person to enjoy his right to education without discrimination on grounds of sex, race, colour, religion, political opinion, national or social origin, or economic condition;

This is the counterpart of paragraph 7 in respect of the right to education.

(c) since education is a service of fundamental importance in the general public interest, it should be recognised as a responsibility of the State, which should provide an adequate network of schools, free education in these schools and material assistance to needy pupils; this should not be construed so as to interfere with the liberty of the parents and, when applicable, legal guardians to choose for their children schools other than those established by the State, or so as to interfere with the liberty of individuals and bodies to establish and direct educational institutions which conform to such minimum educational standards as may be laid down or approved by the State;

This provision, reflecting a pluralist view of society and of education, advocates the balanced sharing of responsibilities between the State and the other parties involved in education.

It gives a clear-cut definition of the responsibility of the State (to the nation) but at the same time sets limits to government action, which must respect the freedom of choice of parents in regard to education and allow them to exercise that freedom. To this end, it sets standards for the founding of private educational institutions.

The Committee noted that in some countries such institutions played a relatively important role in the education system, especially at the pre-school and secondary levels. On the other hand, in several countries private schools employed teachers without the requisite qualifications. The Committee stressed that all the provisions of the Recommendation applied to teachers in the private sector too.

(d) since education is an essential factor in economic growth, educational planning should form an integral part of total economic and social planning undertaken to improve living conditions;

The advantage of this provision is that it places education within the scope of overall development, in which it is one of the factors. The notion of development has gradually come to be interpreted in increasingly wide terms, so as to include not only economic but also social and cultural

dimensions. Similarly, the planning of education must be integrated into overall planning aimed at social and cultural as well as economic development.

(e) since education is a continuous process the various branches of the teaching service should be so co-ordinated as both to improve the quality of education for all pupils and to enhance the status of teachers ;

This subparagraph calls for co-ordination among teachers at the pre-school, primary and secondary levels. A number of countries have already introduced various aspects of such co-ordination — for instance, basic education over a period of nine years with, as a result, a smoother progression in school curricula. Teaching methods have also been made more consistent, taking into account the stages of development and the needs of the child. This integration is reflected in better co-ordination of training for primary and secondary-school teachers. In some cases co-ordination is achieved during initial training but more frequently through the organisation of joint in-service training programmes for the different categories of personnel.

This vertical co-ordination is a feature of the integrated training policies and plans advocated by Unesco.

(f) there should be free access to a flexible system of schools, properly inter-related, so that nothing restricts the opportunities for each child to progress to any level in any type of education ;

This subparagraph raises a question of crucial importance for the democratisation of education, namely the establishment of a flexible and adaptable educational set-up facilitating transition from one type or level of education to another according to the pupil's personal abilities and aptitudes rather than social or geographical constraints. In practice, this requirement runs up against many obstacles, especially in rural areas, and also because of the continued use by education systems of evaluation procedures centring on selection rather than guidance.

(g) as an educational objective, no State should be satisfied with mere quantity, but should seek also to improve quality ;

The rapid expansion of the education system, especially in developing countries confronted with the problem of providing primary education for all, has led to a deterioration in the quality of education owing to the lack of qualified teachers, suitable curricula, appropriate teaching materials and equipment and premises. Reconciling the quantitative and qualitative aspects of education development is one of the major challenges to educators in our time. The solution may lie in a question for less traditional approaches and better planning of existing educational resources.

(h) in education both long-term and short-term planning and programming are necessary; the efficient integration in the community of today's pupils will depend more on future needs than on present requirements;

This subparagraph raises the difficult problem of reconciling the two apparently conflicting requirements with which education is constantly confronted: meeting the immediate demands of the labour market and foreseeing the future needs of society. Lifelong education could help to resolve this conflict by updating and adapting education as society evolves.

(i) all educational planning should include at each stage early provision for the training, and the further training, of sufficient numbers of fully competent and qualified teachers of the country concerned who are familiar with the life of their people and able to teach in the mother tongue;

This provision complements the preceding one. It recognises the importance of teaching in the mother tongue and of a form of training that enables teachers to become familiar with the life of their people.

(j) co-ordinated systematic and continuing research and action in the field of teacher preparation and in-service training are essential, including, at the international level, co-operative projects and the exchange of research findings;

This subparagraph stresses the need for teacher training and further training to be supported and guided by research. All too often research on training is out of touch with what is going on in practice. To help co-ordinate the two, the Recommendation advocates international co-operation, especially for countries without adequate research facilities.

(k) there should be close co-operation between the competent authorities, organisations of teachers, of employers and workers, and of parents as well as cultural organisations and institutions of learning and research, for the purpose of defining educational policy and its precise objectives;

This subparagraph is more specific about the "available resources" mentioned in the introduction to paragraph 10 that each country is to draw on in formulating its educational policy. Participation of the organisations and institutions referred to here is likely to afford a wide range of viewpoints, and this can only be of benefit to education. The reference to teachers' organisations goes back to the one in paragraph 9, setting it, however, in the wider context of society as a whole.

(l) as the achievement of the aims and objectives of education largely depends on the financial means made available to it, high priority should be given, in all countries,

to setting aside, within the national budgets, an adequate proportion of the national income for the development of education.

Insufficient financial means has been mentioned by several countries, both industrialised and developing, as the main curb on implementation of education plans and recruitment of qualified teachers. It is therefore apparent that it is not always easy to set aside an adequate portion of the national budget for education.

Without underrating the importance of the financial factor, Unesco has always recommended seeking other resources for educational development — for instance, making wider use of available skills and integrating existing materials and equipment. What is more, such an approach would lead to a better interlinking of formal and non-formal education.

V. PREPARATION FOR THE PROFESSION

Selection

11. Policy governing entry into preparation for teaching should rest on the need to provide society with an adequate supply of teachers who possess the necessary moral, intellectual and physical qualities and who have the required professional knowledge and skills.

The Committee attached great importance to the qualities and skills mentioned in this paragraph and considered that other criteria that had no bearing on practice of the profession should not be taken into account.

12. To meet this need, educational authorities should provide adequate inducements to prepare for teaching and sufficient places in appropriate institutions.

The Committee mentioned a number of measures taken by member States by way of an inducement to undergo teacher training. These measures, for the most part financial, will be analysed later (see paragraphs 16 and 17).

However, the attraction of the teaching profession may derive from other motives of an ethical, social or political nature, related to the status of the teacher in society (cf. public regard, paragraph 5) and the scope for self-fulfilment offered by the profession.

13. Completion of an approved course in an appropriate teacher-preparation institution should be required of all persons entering the profession.

14. Admission to teacher preparation should be based on the completion of appropriate secondary education, and the evidence of the possession of personal qualities likely to help the persons concerned to become worthy members of the profession.

The Committee's first report (1970) revealed that, in many countries, the level of the course completed by prospective primary-school teachers

was lower than that advocated by the Recommendation. However, subsequent reports have recorded a steady improvement in this respect.

Paragraph 14 is designed to ensure that all categories of teachers have completed secondary education. The reports have made clear that this provision is generally applied in the case of prospective secondary-school but not primary-school teachers.

It remains true that in the developing countries, faced with challenges such as those posed by the provision of universal primary education and literacy training, temporary solutions involving lower standards than those advocated in the Recommendation are adopted. We are dealing here, however, with exceptional historical circumstances that in no way invalidate the standards recommended.

15. While the general standards for admission to teacher preparation should be maintained, persons who may lack some of the formal academic requirements for admission, but who possess valuable experience, particularly in technical and vocational fields, may be admitted.

This provision of the Recommendation seems to single out as a possible criterion for admission valuable experience acquired in technical and vocational fields. However, with a broader view of the links between school and society, the latter being taken to include not only the world of work but also cultural life and community experience, the criterion of valuable experience could be applied to other categories of teachers.

16. Adequate grants or financial assistance should be available to students preparing for teaching to enable them to follow the courses provided and to live decently; as far as possible, the competent authorities should seek to establish a system of free teacher-preparation institutions.

17. Information concerning the opportunities and the grants or financial assistance for teacher preparation should be readily available to students and other persons who may wish to prepare for teaching.

The Committee's reports show that inducements are offered in very many countries to attract applicants for the teaching profession — for example, financial assistance during training, in the form of salaries, allowances and scholarships, or benefits following professional training. Most developing countries link the granting of salaries or scholarships with the demand that future teachers, in return, undertake to serve in the state system for periods of varying duration after qualifying.

In certain industrialised countries the State regularly offers student teachers loans, sometimes repayable in the form of professional services. Generally speaking, the situation in the majority of member States seems to be increasingly in accordance with paragraph 16 concerning the provision of free training.

18. (1) Fair consideration should be given to the value of teacher-preparation programmes completed in other countries as establishing in whole or in part the right to practise teaching.

(2) Steps should be taken with a view to achieving international recognition of teaching credentials conferring professional status in terms of standards agreed to internationally.

Having regard to endogenous development and recognition of the cultural identity of each country, the notion of the value of training obtained abroad tends to be interpreted increasingly in terms of its suitability to the particular needs of the student concerned and of the country from which he comes.

The international recognition of diplomas is aimed at helping to ensure that the least-favoured countries can call on trained personnel with equivalent qualifications. The brain drain is an unfortunate by-product of this system and one each member State must take measures to combat.

***Teacher-
preparation
programmes***

19. The purpose of a teacher-preparation programme should be to develop in each student his general education and personal culture, his ability to teach and educate others, an awareness of the principles which underlie good human relations, within and across national boundaries, and a sense of responsibility to contribute both by teaching and by example to social, cultural and economic progress.

In its broad outlines, this profile of the teacher remains wholly valid and is applicable equally to staff in primary, secondary and technical and special education. However, new approaches in the educational sciences could suggest that the capacities of teachers might be formulated not only in terms of knowledge, abilities and attitudes but also in terms of technical skills. This would be more in keeping with the "professionalisation" advocated in paragraph 6.

20. Fundamentally, a teacher-preparation programme should include:

(a) general studies;

(b) study of the main elements of philosophy, psychology, sociology as applied to education, the theory and history of education, and of comparative education, experimental pedagogy, school administration and methods of teaching the various subjects;

(c) studies related to the student's intended field of teaching;

(d) practice in teaching and in conducting extra-curricular activities under the guidance of fully qualified teachers.

This paragraph suggests items for inclusion in the teacher-preparation programme — items that are of such generality as necessarily to command

assent. It may nevertheless be noted that more recent conceptions of the curriculum prefer to speak of educational objectives to be attained rather than areas of study. Such an approach would be more consistent with the notion of teacher profile suggested in the preceding paragraph.

Moreover, recent trends place the emphasis on a better balance between theoretical and practical training.

The Committee noted additional content introduced by certain countries to meet their national needs: the linking of formal and non-formal education; education concerned with the responsibilities of living in society; functional literacy, the interdisciplinary approach and the introduction of multicultural programmes. Other countries have placed greater stress on the methodological aspects of teacher preparation, such as self-instruction and group-work techniques, the use of the audio-visual and mass media and microteaching.

Finally, the Committee emphasised in its last report that teacher-preparation programmes should be revised at regular intervals and that training personnel and teachers should consult frequently to enable them to make changes to programmes in response to new needs.

21. (1) All teachers should be prepared in general, special and pedagogical subjects in universities, or in institutions on a level comparable to universities, or else in special institutions for the preparation of teachers.

The provisions of this subparagraph derive logically from those contained in paragraph 14. They have not yet been applied generally, particularly where primary-school teachers are concerned, although the trend is for a rise in the level and an increase in the length of courses.

(2) The content of teacher-preparation programmes may reasonably vary according to the tasks the teachers are required to perform in different types of schools, such as establishments for handicapped children or technical and vocational schools. In the latter case, the programmes might include some practical experience to be acquired in industry, commerce or agriculture.

This subparagraph introduces the important notion of a diversified training to cater for the various publics and levels. Thus, the idea is introduced of teacher-preparation programmes that feature a common core and a variety of specialisations according to needs. The reference to practical experience in the world of work should, in keeping with the most recent trends, be applied to all teachers without distinction.

22. A teacher-preparation programme may provide for a professional course either concurrently with or subsequent to a course of personal academic or specialised education or skill cultivation.

This provision concerns the structure of teacher-preparation programmes and, in particular, the division between their three

components, namely professional training, personal academic education and specialised education. Rather than juxtapose these components, the trend is to organise the activities in such a way as to integrate them. It should also be noted that the expression "professional course", as employed in this paragraph, includes both the theoretical and the practical part of the training programme.

23. Education for teaching should normally be full time; special arrangements may be made for older entrants to the profession and persons in other exceptional categories to undertake all or part of their course on a part-time basis, on condition that the content of such courses and the standards of attainment are on the same level as those of the full-time courses.

This general rule has been subject to some exceptions, particularly in countries suffering from a shortage of teachers, where requirements have been relaxed to allow students of all ages to pursue their training while at the same time carrying out part-time teaching.

Another approach has involved replacing full-time training in an initial-training establishment by a programme spread over a longer period and consisting of intensive courses, supervised professional activities, correspondence courses and holiday courses. This offers the advantage of enabling student teachers to practise their profession virtually throughout their training period and to re-invest the knowledge acquired from these studies directly in their work.

Finally, the introduction on an increasingly wide scale of schemes of the "open university" type, which are available to a wider range of students, has brought about a change in the situation as a whole.

24. Consideration should be given to the desirability of providing for the education of different types of teachers, whether primary, secondary, technical, specialist or vocational teachers, in institutions organically related or geographically adjacent to one another.

The arrangement recommended here would, among other things, help to reduce the differences in status between the various levels in education and would thus make for greater mobility in the profession. The measures taken by certain countries include: the provision of training in the same type of establishment for teachers at the primary, secondary and, in some cases, pre-primary levels; closer co-ordination between teacher-training colleges and the universities that train secondary-school teachers; and the transfer of teacher preparation to the universities, which has the effect of unifying training and establishing closer links between such training and educational research.

A more recent approach is aimed at integrating teacher-preparation programmes rather than establishments (see paragraph 21 (2)).

25. The staff of teacher-preparation institutions should be qualified to teach in their own discipline at a level equivalent to that of higher education. The staff teaching pedagogical subjects should have had the experience of teaching in schools and wherever possible should have this experience periodically refreshed by secondment to teaching duties in schools.

This paragraph raises the problem of the training of training personnel at all levels, including that of higher education. The Committee's reports have shown that the university teachers responsible for the training of teachers do not always have the requisite experience of teaching in schools and that, equally, the training personnel who possess this experience are not always at a level comparable to that of higher education.

This explains the growth of the "university pedagogy" movement, which is aimed at improving the pedagogical training of university teachers.

26. Research and experimentation in education and in the teaching of particular subjects should be promoted through the provision of research facilities in teacher-preparation institutions and research work by their staff and students. All staff concerned with teacher education should be aware of the findings of research in the field with which they are concerned and endeavour to pass on its results to students.

This paragraph, like paragraph 28, deals with the relationship between research and teacher preparation. Two essential ideas emerge: teacher-training staff should themselves carry out research and encourage student teachers to do so; they should also use the results of other research to improve the instruction they give. The adoption of such a practice would make teacher-preparation institutions more like those of higher education and would strengthen the professional quality of the training provided, in line with the Recommendation.

27. Students as well as staff should have the opportunity of expressing their views on the arrangements governing the life, work and discipline of a teacher-preparation institution.

The importance of this provision lies in the fact that it makes participation by the students — and by the teachers — in the life of their teacher-preparation institution an intrinsic element of their training. It is through this personal experience that future teachers will be able to learn to become not only responsible citizens but also committed educators and development workers.

Certain countries put these provisions into practice, while others have declared themselves unfavourable to participation by students in the organisation and running of their training.

28. Teacher-preparation institutions should form a focus of development in the education service, both keeping schools abreast of the results of research and methodological progress, and reflecting in their own work the experience of schools and teachers.

This paragraph is complementary to paragraph 26. It situates teacher-training institutions ideally at the junction of the twin spheres of educational research and practice, assigning them the task of transmitting research findings to the schools and, conversely, of assimilating the lessons of experience in the schools. It is expected that this will lead to cross-fertilisation between basic and operational research.

29. The teacher-preparation institutions should, either severally or jointly, and in collaboration with another institution of higher education or with the competent education authorities, or not, be responsible for certifying that the student has satisfactorily completed the course.

30. School authorities, in co-operation with teacher-preparation institutions, should take appropriate measures to provide the newly trained teachers with an employment in keeping with their preparation, and individual wishes and circumstances.

Procedures for the placement of newly qualified teachers vary considerably from one country to another, depending on the degree to which the education system is centralised. It would therefore seem difficult to give general guide-lines in this matter. The question of recruitment and placement policy is a complex one, for, while it must take account certainly of a teacher's training, wishes and personal situation, it must also have regard to the need for balance in the distribution of human resources at the national level.

The problem is different in countries where local authorities enjoy greater autonomy in the recruitment and employment of teachers.

VI. FURTHER EDUCATION FOR TEACHERS

31. Authorities and teachers should recognise the importance of in-service education designed to secure a systematic improvement of the quality and content of education and of teaching techniques.

This provision is forward-looking inasmuch as it anticipates what has come to be recognised as a necessary consequence of the rapid development of social life and education systems. Since the adoption of the Recommendation, considerable progress has been made towards recognising the need for further education for teachers. As a result, in particular, of the debate on lifelong education, the principle of recurrent education has even entered the statute book in certain countries. However, this practice is far from being universal: further education is not recognised everywhere as a duty of the authorities or as a right of teachers, and measures taken in this field too frequently remain piecemeal and optional.

Proof of this is to be found in the lack in most countries of any specific provision for these activities in the education budget.

32. Authorities, in consultation with teachers' organisations, should promote the establishment of a wide system of in-service education, available free to all teachers. Such a system should provide a variety of arrangements and should involve the participation of teacher-preparation institutions, scientific and cultural institutions, and teachers' organisations. Refresher courses should be provided, especially for teachers returning to teaching after a break in service.

From this extremely substantial paragraph a number of key ideas emerge: the participation of teachers' organisations, the idea of a system, free provision and availability for all. The last point, relating to refresher courses, belongs logically to item 33 (1) immediately below and will be dealt with in that connection.

The participation of teachers' organisations in the planning and, in certain cases, in the running of further education activities has proved beneficial and has had the effect of increasing the involvement of teachers in these programmes.

The notion of system is in contrast to the fragmentary, disorganised character of further education activities and places the emphasis on a network of complementary institutions and services that are mutually reinforcing and offer a coherent overall programme.

As for the principle of free provision and availability to all teachers, this is far from being achieved in practice. The Committee noted many projects and a wide range of schemes introduced in various countries, but none are applied systematically and nation-wide. It may be feared that such a situation will persist so long as in-service education is not effectively institutionalised.

33. (1) Courses and other appropriate facilities should be so designed as to enable teachers to improve their qualifications, to alter or enlarge the scope of their work or seek promotion and to keep up to date with their subject and field of education as regards both content and method.

The last sentence of paragraph 32 and paragraph 33 (1) constitute a fairly complete inventory of the various objectives usually assigned to further education activities: (i) refresher courses; (ii) improvement of qualifications; (iii) change or enlargement of specialisation; (iv) promotion; (v) updating. To these should be added all the forms of upgrading practised in developing countries, which are designed to boost and supplement the qualifications of teachers, particularly at the primary level, whose initial training has been insufficient or inadequate.

(2) Measures should be taken to make books and other material available to teachers to improve their general education and professional qualifications.

Without underestimating the fundamental importance of the books and teaching materials referred to here, it should be pointed out that, from the standpoint of professionalisation, further education activities are placing increasing weight on practical experience such as the introduction to innovation, the preparation of syllabuses and teaching aids, participation in research and participation in cultural activities within the community or linked to the world of work.

34. Teachers should be given both the opportunities and the incentives to participate in courses and facilities and should take full advantage of them.

35. School authorities should make every endeavour to ensure that schools can apply relevant research findings both in the subjects of study and in teaching methods.

36. Authorities should encourage and, as far as possible, assist teachers to travel in their own country and abroad, either in groups or individually, with a view to their further education.

The Committee's reports mentioned in this regard numerous facilities made available in a number of countries, such as reduction of the work-load, special leave, study leave and scholarships (cf. paragraphs 95 to 100).

However, it must be recognised that the question of encouragement is linked to the larger question of motivation and incentive and that, without exception, the participation of teachers in further education depends in larger measure on the advantages — personal, professional or material — that they can derive from it. This brings us back in the last analysis to the administrative status accorded to further education in the training policy of a given country.

Paragraph 35 reiterates an idea already expressed in paragraph 28, but its inclusion in this section indicates that the Recommendation wishes to see further education bringing teachers into contact with research findings. This would make it easier to ensure the application of these findings to teaching.

37. It would be desirable that measures taken for the preparation and further education of teachers should be developed and supplemented by financial and technical co-operation on an international or regional basis.

The organisations of the United Nations system devote a large share of their regular budget to the financing of scholarships or study trips for training and further education in general. With regard to the preparation and further education of teachers in particular, Unesco places special emphasis, with an eye to efficiency, on training and other personnel said to have "a multiplier effect"; and, at the regional level, it promotes co-operation between countries in the context of networks of educational innovation for development.

VII. EMPLOYMENT AND CAREER

38. In collaboration with teachers' organisations, policy governing recruitment into employment should be clearly defined at the appropriate level and rules should be established laying down the teachers' obligations and rights.

***Entry into
the teaching
profession***

On many items, as will be seen subsequently, the Recommendation has established the requirement of clarity. With regard to recruitment, the Committee felt that it was essential that the criteria used should be based solely, as provided under paragraph 11, on moral, intellectual and physical qualities and the knowledge and skills required for exercising the teaching profession. The rights and obligations of teachers must also be specified if they are to be protected more effectively.

Only a few countries have stated that teachers' organisations are associated with the formulation of recruitment policy, which in most cases is established by the public authorities. In private schools, heads of school are mainly responsible for recruitment policy and it does not appear that much account is taken of teachers' views.

39. A probationary period on entry to teaching should be recognised both by teachers and by employers as the opportunity for the encouragement and helpful initiation of the entrant and for the establishment and maintenance of proper professional standards as well as the teacher's own development of his practical teaching proficiency. The normal duration of probation should be known in advance and the conditions for its satisfactory completion should be strictly related to professional competence. If the teacher is failing to complete his probation satisfactorily, he should be informed of the reasons and should have the right to make representations.

Teachers are in some cases appointed directly, without a probationary period, provided that they fulfil certain requirements (for example, that they have received training in a recognised institution). In general, however, provision is made for a probationary period of a duration and under conditions that vary according to country and according to the category of teachers and level of education.

The guarantees given to trainees may include the right of appeal against a decision to refuse admission, the right to formulate observations or the obligation to communicate to the trainee the report on the probationary period. The probationary period rarely appears to be recognised as an opportunity for the assistance and encouragement of the entrant, and some teachers complain that supervisory methods are more concerned with passing judgement than with giving assistance. The Recommendation is here dealing with an area where much remains to be done.

40. Teachers should be able, subject to their having the necessary qualifications, to move from one type or level of school to another within the education service.

***Advancement
and promotion***

The move from one type or level of school to another within the education service may constitute an important means of promotion. The only requirement for such a move that is very commonly applied is that the teacher should have the necessary qualifications. It is obviously a matter of interest to know whether, in order to obtain the necessary qualifications, the teacher may make use of the arrangements for which provision is made in paragraphs 91 and 95. In this regard, and there are many other such examples, the Recommendation should be considered in its entirety.

41. The organisation and structure of an education service, including that of individual schools, should provide adequate opportunities for and recognition of additional responsibilities to be exercised by individual teachers, on condition that those responsibilities are not detrimental to the quality or regularity of their teaching work.

42. Consideration should be given to the advantages of schools sufficiently large for pupils to have the benefits and staff the opportunities to be derived from a range of responsibilities being carried by different teachers.

The Committee has made no comments regarding paragraph 41, so that it is not known what precise meaning it would give to the term "additional responsibilities". Promoting the diversification of teachers' activities is bound to assist them in gaining recognition of their abilities in various fields. This may be done more easily in a large school than in a small one, as is also the case for having a range of responsibilities being carried by different teachers, as referred to in paragraph 42. However, the choice is not always possible and in many regions is still an inaccessible luxury. Hence the importance for teachers of a certain amount of mobility which can avoid their having to spend too large a proportion of their careers in schools whose size does not allow for such a range of responsibilities.

43. Posts of responsibility in education, such as that of inspector, educational administrator, director of education or other posts of special responsibility, should be given as far as possible to experienced teachers.

The Committee has been unable, on the basis of the information available to it, to evaluate whether in fact such posts have been given "as far as possible" to experienced teachers. This appears to be the case, in a number of countries at least, and teachers' organisations sometimes play a part in selection for responsible posts. Lengthy teaching experience is often considered as a decisive factor. In some cases, an effort is made to encourage applications from women when posts of this type are to be filled. It appears that in general such an effort is still necessary.

44. Promotion should be based on an objective assessment of the teacher's qualifications for the new post, by reference to strictly professional criteria laid down in consultation with teachers' organisations.

Countries generally make no distinction between advancement and promotion. The same criteria are thus applied to both. Are they always “strictly professional”? It is true that special emphasis is placed on professional qualifications — in particular, university degrees, seniority or experience, and teaching results obtained. The Committee felt it necessary, however, to underline that other elements often taken into account — the teacher’s character, personality and attitude — which are difficult to assess objectively, should be defined as clearly as possible.

The evaluation procedure for purposes of promotion, and the body responsible for its application, vary considerably from one country to another: inclusion in a promotions register, competition on the basis of qualifications, direct appointment, interview by a jury, ad hoc committee, etc. In view of the influence of annual reports or reports of inspection, it is appropriate to recall that certain guarantees are provided in paragraph 64 for the teacher to be able to defend himself/herself. Teachers’ organisations are not always consulted on the choice of promotion criteria and, when they are consulted, it is generally in a somewhat informal manner.

45. Stability of employment and security of tenure in the profession are essential in the interests of education as well as in that of the teacher and should be safeguarded even when changes in the organisation of or within a school system are made.

***Security of
tenure***

It should not be forgotten that teachers may find themselves in widely differing situations, especially with regard to security of tenure. If they are engaged in the public service, they are in principle assured of stable employment: in the event of restructuring, they can avoid unemployment by being transferred. If they are employed under contract — as occurs in both the public and private sectors — tenure is in general less secure. The elimination of posts or a reduction in budgetary allocations may lead to such teachers being made redundant. Teachers without tenure and foreign teachers are particularly vulnerable categories. Thus, the Committee was in a position to note that teachers often owe their security of tenure more to a serious staff shortage than to specific legal guarantees. Yet in many countries the situation is changing — or has already changed — from one of shortage to one of a surplus of teaching staff.

46. Teachers should be adequately protected against arbitrary action affecting their professional standing or career.

Although protection against arbitrary action is dealt with under the heading of security of tenure, such protection applies to any action that may affect teachers’ professional standing or career, which covers a very broad field. The Recommendation does not specify the form that such protection should take and the Committee has not had occasion to express its views on the matter. This leaves the door open as to the means to be employed, provided that they are effective.

Disciplinary procedures related to breaches of professional conduct

47. Disciplinary measures applicable to teachers guilty of breaches of professional conduct should be clearly defined. The proceedings and any resulting actions should only be made public if the teacher so requests, except where prohibition from teaching is involved or the protection or well-being of the pupils so requires.

48. The authorities or bodies competent to propose or apply sanctions and penalties should be clearly designated.

What acts and breaches of conduct call for sanctions, and what sanctions? Who is authorised to propose or apply such sanctions? Here again, the situation must be clarified. The means employed range from legislation to collective agreements, with the school's own rules or code of conduct in an intermediate position. Generally speaking, breaches of conduct are graded, which allows a certain amount of flexibility, and a simplified procedure is applied in minor cases. In the private sector, it appears that teachers are often dealt with at the discretion of heads of schools, subject to general labour legislation in certain cases.

With regard to making proceedings and sanctions public, as in many other areas, the Recommendation attempts to establish the right balance between two concerns of equal importance: the protection of teachers and the interests of the community.

49. Teachers' organisations should be consulted when the machinery to deal with disciplinary matters is established.

The Committee has noted with regret that while official machinery exists in most countries to deal with disciplinary matters, in particular in the public service, there are very few countries where teachers' organisations were consulted when such machinery was established. This is a field, nevertheless, where respect for the principle of participation is of particular importance.

50. Every teacher should enjoy equitable safeguards at each stage of any disciplinary procedure, and in particular:

(a) the right to be informed in writing of the allegations and the grounds for them;

(b) the right to full access to the evidence in the case;

(c) the right to defend himself and to be defended by a representative of his choice, adequate time being given to the teacher for the preparation of his defence;

(d) the right to be informed in writing of the decisions reached and the reasons for them;

(e) the right to appeal to clearly designated competent authorities or bodies.

These safeguards pertain to rights of defence recognised by any State that respects human rights. The Recommendation has here laid down

objectives which are far from having been attained everywhere and in respect of all workers, including teachers, and the Committee is particularly vigilant in this regard. As the disciplinary procedure may lead to dismissal, the Committee wished to know what guarantees existed in this particular area. It noted that most of the rights set forth in this paragraph are assured in many, but not all, countries.

51. Authorities should recognise that effectiveness of disciplinary safeguards as well as discipline itself would be greatly enhanced if the teachers were judged with the participation of their peers.

While the participation of teachers, even as peers, is expressly prohibited in some countries, elsewhere disciplinary bodies are composed exclusively of teachers. Between these two extremes, the Recommendation underlines that the participation of teachers serves not only to ensure more effective application of the safeguards enjoyed by the accused person, but also to promote respect for discipline.

52. The provisions of the foregoing paragraphs 47-51 do not in any way affect the procedures normally applicable under national laws or regulations to acts punishable under criminal laws.

It is clear that no rules or code of professional conduct can protect an offender against criminal law proceedings. Difficulties may arise if a person charged under criminal law is also subject to disciplinary proceedings for the same breach of conduct. Some teachers' organisations recommend that in such a case disciplinary bodies should await the results of judicial proceedings before taking a decision.

53. Teachers should be required to undergo periodical medical examinations, which should be provided free.

Medical examinations

The Committee has not specially considered this question. A few countries have nevertheless pointed out that they apply this provision in respect of all categories of workers. The two principles established here — periodical and free medical examinations — are recognised principles in occupational safety and health.

54. Marriage should not be considered a bar to the appointment or to the continued employment of women teachers, nor should it affect remuneration or other conditions of work.

Women teachers with family responsibilities

55. Employers should be prohibited from terminating contracts of service for reasons of pregnancy and maternity leave.

56. Arrangements such as crèches or nurseries should be considered where desirable to take care of the children of teachers with family responsibilities.

57. Measures should be taken to permit women teachers with family responsibilities to obtain teaching posts in the locality of their homes and to enable married couples, both of whom are teachers, to teach in the same general neighbourhood or in one and the same school.

58. In appropriate circumstances women teachers with family responsibilities who have left the profession before retirement age should be encouraged to return to teaching.

With regard to this section, views and social practices have evolved practically everywhere since the Recommendation was adopted, as is shown by the adoption by the ILO in 1981 of the Workers with Family Responsibilities Convention (No. 156) and Recommendation (No. 165). The current trend is no longer to make a distinction between men and women workers with family responsibilities; and this question would no doubt be distinguished today from that of the consequences of marriage and pregnancy. Nevertheless, the Recommendation has here formulated principles that are of permanent value including, in paragraph 57, one that concerns both men and women: taking the family situation into account in the allocation of posts.

Provisions such as those contained in paragraphs 54 and 55 should be self-evident. However, mentalities only change slowly. The Committee noted in its last report that one country where female teachers were unable to remain after marriage in a post affording pension rights had introduced in 1981 security of tenure provisions to cover such teachers in the event of marriage and pregnancy. The arrangements referred to in paragraph 56 should apply to both men and women with family responsibilities. Nevertheless, the lack of child-care services, for instance, generally has more serious consequences in the case of women. The organisation of such services is therefore an important factor in providing genuine equality of opportunity. With regard to measures to encourage women teachers to return to teaching, such measures remain a rarity: several countries state that they apply them without specifying what arrangements are made for this purpose. All too often, interruptions in a career for family reasons lead to a loss of seniority and reduced chances of promotion.

***Part-time
service***

59. Authorities and schools should recognise the value of part-time service given, in case of need, by qualified teachers who for some reason cannot give full-time service.

According to available statistics, the majority of part-time teachers are women. It is generally recognised that teaching is a profession which lends itself to this type of work organisation. In a number of countries, job-sharing is on the increase and the services thus provided appear to give complete satisfaction. In view of the reduction in the number of posts in several countries, increasing attention should be given to this arrangement, applied on a voluntary basis.

60. Teachers employed regularly on a part-time basis should:

(a) receive proportionately the same remuneration and enjoy the same basic conditions of employment as teachers employed on a full-time basis;

(b) be granted rights corresponding to those of teachers employed on a full-time basis as regards holidays with pay, sick leave and maternity leave, subject to the same eligibility requirements; and

(c) be entitled to adequate and appropriate social security protection, including coverage under employers' pension schemes.

In order to ensure that part-time teachers are not penalised, they should be assured of equitable treatment as compared with full-time teachers, in respect of remuneration, conditions of employment and holiday entitlements. With regard to social security, the Recommendation advocates "adequate and appropriate social security protection" and refers in particular to employers' pension schemes.

VIII. THE RIGHTS AND RESPONSIBILITIES OF TEACHERS

61. The teaching profession should enjoy academic freedom in the discharge of professional duties. Since teachers are particularly qualified to judge the teaching aids and methods most suitable for their pupils, they should be given the essential role in the choice and the adaptation of teaching material, the selection of textbooks and the application of teaching methods, within the framework of approved programmes, and with the assistance of the educational authorities.

**Professional
freedom**

62. Teachers and their organisations should participate in the development of new courses, textbooks and teaching aids.

The notion of "academic freedom" being in no way defined in the Recommendation as regards its nature and content, Unesco commissioned a preliminary study from a specialist.¹ The expression "professional freedom" used by the author covers teachers' professional activities and lives as a whole and therefore includes problems relating to academic freedom.

The survey showed that the *general content of teaching* (syllabuses, textbooks and teaching materials) is a subject that provokes highly critical reactions with regard to the fitness of teachers to participate in decision-making. On the other hand, *methods* are a field in which the teacher seems to enjoy maximum professional independence.

With regard to the right to have a say in the content and organisation of teaching and in school planning and policy-making, the Committee took the

¹B. Morris: *Some aspects of professional freedom of teachers* (Paris, Unesco, 1977).

view that the teaching profession should not have a monopoly in this field: since education is the responsibility of society as a whole, it follows that pupils, parents, the political authorities and various other social groups have a right to make their views on educational questions known.

A majority of teachers feel that the training they receive by way of introduction to the problems and exercise of professional freedoms is not satisfactory. Only a few countries stated that teachers were consulted with regard to the choice of textbooks.

63. Any systems of inspection or supervision should be designed to encourage and help teachers in the performance of their professional tasks and should be such as not to diminish the freedom, initiative and responsibility of teachers.

This provision reflects the principle that supervisory personnel should be regarded less as teachers' judges than as their advisers, guides and leaders. This trend is increasingly widespread and is to be found in the training programmes of supervisory personnel themselves, placing greater emphasis in particular on "instructive" evaluation.

64. (1) Where any kind of direct assessment of the teacher's work is required, such assessment should be objective and should be made known to the teacher.

(2) Teachers should have a right to appeal against assessments which they deem to be unjustified.

These provisions flow logically from the new conception of inspection described in the previous section. "Instructive" evaluation of a teacher by a supervisor implies that secret assessment should be done away with and should be replaced by direct and immediate feedback and by dialogue.

65. Teachers should be free to make use of such evaluation techniques as they may deem useful for the appraisal of pupils' progress, but should ensure that no unfairness to individual pupils results.

This paragraph, while properly recognising that teachers have the right to evaluate the progress of their pupils by such techniques as they deem useful, reminds them of the requirement to be fair to all pupils. Is this to be understood as meaning scrupulous objectivity in marking? Are we to think in terms of a strictly scientific approach to examinations, endeavouring to improve methods and techniques of measurement by making them more objective? Or should we follow the modern trend that sees examining as an experimental science dedicated to improving examination methods with the aim of replacing the pass-or-fail approach inherent in traditional examinations with academic counselling methods that offer the possibility of identifying the specialisation in which the intelligence of each pupil may develop?

Since the teacher has the responsibility of providing his/her pupils with

an education directed to the "all-round development of the human personality and to the spiritual, moral, social, cultural and economic progress of the community" (see "Guiding Principles", III.3), it follows that the criteria of assessment used should take account of these considerations, which go beyond the purely academic sphere.

The requirement of fairness referred to in this paragraph should lead to an exploration of the causes of failure and to efforts to adapt teaching to the needs of each pupil.

66. The authorities should give due weight to the recommendations of teachers regarding the suitability of individual pupils for courses and further education of different kinds.

An innovative conception of education implies the inclusion of a counselling function. However, there is a need for teachers to be appropriately trained for these tasks, which would give greater weight to the recommendations made by them to the authorities.

67. Every possible effort should be made to promote close co-operation between teachers and parents in the interests of pupils, but teachers should be protected against unfair or unwarranted interference by parents in matters which are essentially the teacher's professional responsibility.

These provisions reflect a defensive conception of the school in its relations with the environment and the world. There seems to be an attempt today to substitute more positive co-operative relations even if the dividing line between participation and interference is still indistinct. Indeed, it is difficult to deny parents any involvement in the organisation of teaching in the school and in the classroom when at the same time they are increasingly being asked to play an active part in educational processes.

68. (1) Parents having a complaint against a school or a teacher should be given the opportunity of discussing it in the first instance with the school principal and the teacher concerned. Any complaint subsequently addressed to higher authority should be put in writing and a copy should be supplied to the teacher.

(2) Investigations of complaints should be so conducted that the teachers are given a fair opportunity to defend themselves and that no publicity is given to the proceedings.

These democratic procedures complement the whole range of disciplinary procedures contained in paragraphs 47-52 and are based on the same ethical and legal principles.

69. While teachers should exercise the utmost care to avoid accidents to pupils, employers of teachers should safeguard them against the risk of having damages

assessed against them in the event of injury to pupils occurring at school or in school activities away from the school premises or grounds.

This clause is calculated to safeguard and encourage educational initiatives by teachers to the extent that they involve greater activity on the part of pupils and closer contacts between the school and its environment.

Responsibilities of teachers

70. Recognising that the status of their profession depends to a considerable extent upon teachers themselves, all teachers should seek to achieve the highest possible standards in all their professional work.

71. Professional standards relating to teacher performance should be defined and maintained with the participation of the teachers' organisations.

72. Teachers and teachers' organisations should seek to co-operate fully with authorities in the interests of the pupils, of the education service and of society generally.

73. Codes of ethics or of conduct should be established by the teachers' organisations, since such codes greatly contribute to ensuring the prestige of the profession and the exercise of professional duties in accordance with agreed principles.

74. Teachers should be prepared to take their part in extra-curricular activities for the benefit of pupils and adults.

The idea underlying all these provisions is that teachers constitute a professional body that, like magistrates, doctors, lawyers, etc., should be inspired by a lofty conception of their calling. Thus, paragraph 70 suggests that teachers should set themselves the highest possible professional standards, in keeping with the importance of the role of the educator in society; and paragraph 71 claims on behalf of teachers and their organisations the right to play a part in defining and upholding the professional standards applied to them.

This point of view leads naturally to the notion of a code of ethics or conduct to be established by the teachers themselves (paragraph 73). In this respect, the Committee noted that in a number of countries teachers are subject to standards of conduct of a general nature that are also applied to other categories of workers, but it took the view that, whatever the value of such standards, the prestige of the profession would be better ensured by the existence of a specific code. The remaining two paragraphs spell out the practical consequences of the principles affirmed above: teachers should not restrict themselves to a defence of their professional interests but should assume their responsibilities fully vis-à-vis the authorities and society generally (paragraph 72) and should likewise play a dynamic and active role in developing education outside the school framework proper (paragraph 74).

It is worth underlining here the importance that non-formal education

activities geared to adult education, literacy work and community development have acquired in the developing countries. The Committee noted in this connection that, in many countries, teachers were the people best qualified — on occasion the only ones qualified — to provide adult education.

75. In order that teachers may discharge their responsibilities, authorities should establish and regularly use recognised means of consultation with teachers' organisations on such matters as educational policy, school organisation, and new developments in the education service.

***Relations
between teachers
and the education
service
as a whole***

76. Authorities and teachers should recognise the importance of the participation of teachers, through their organisations and in other ways, in steps designed to improve the quality of the education service, in educational research, and in the development and dissemination of new improved methods.

77. Authorities should facilitate the establishment and the work of panels designed, within a school or within a broader framework, to promote the co-operation of teachers of the same subject and should take due account of the opinions and suggestions of such panels.

78. Administrative and other staff who are responsible for aspects of the education service should seek to establish good relations with teachers and this approach should be equally reciprocated.

This set of paragraphs deals with the various forms of interaction that should exist between the authorities and school administration, on the one hand, and teachers and their organisations, on the other, with the aim of improving the quality of education.

Where teachers and their organisations are concerned, the Recommendation advocates their participation at the various levels of decision-making and at the various stages of implementation in such aspects of the educational process as educational policy and school organisation (paragraph 75), educational research and methodological innovation (paragraph 76) and co-operation between teachers within a given school (paragraph 77). The Recommendation suggests that the authorities, for their part, should adopt a constructive attitude, offer encouragement and provide facilities for such initiatives. Two forms of co-operation in particular are suggested: regular consultations with teachers' organisations on questions of a general nature (paragraph 75) and with study panels where more specific educational questions are concerned (paragraph 77). Finally, paragraph 78 expresses a desire for better reciprocal relations to be established between teachers and administrative staff and an effort made towards mutual understanding.

The Committee observed that the recommended consultations and co-operation were fairly widely employed in many countries where educational practice and methodological innovation were concerned, but

that reservations were sometimes expressed concerning the effectiveness of consultations between the authorities and teachers in respect of education policy and reforms.

Rights of teachers

79. The participation of teachers in social and public life should be encouraged in the interests of the teacher's personal development, of the education service and of society as a whole.

As early as paragraph 3, the Recommendation underlines the contribution of education to community progress. The participation of teachers in social and public life as advocated here should promote the attainment of this goal.

80. Teachers should be free to exercise all civic rights generally enjoyed by citizens and should be eligible for public office.

The exercise of civic rights and eligibility for public office are the corollary of the foregoing provision. The Committee noted that in some countries teachers are ineligible for public office, in certain cases on account of their status as civil servants.

81. Where the requirements of public office are such that the teacher has to relinquish his teaching duties, he should be retained in the profession for seniority and pension purposes and should be able to return to his previous post or to an equivalent post after his term of public office has expired.

This provision is complementary to the two preceding ones: teachers will participate more willingly in social and public life if they are assured that they will lose none of their rights by leaving their teaching duties and will subsequently be able to return to teaching. In the few countries which provided information, the most frequent arrangement is leave without pay, which ensures that all acquired rights are maintained.

82. Both salaries and working conditions for teachers should be determined through the process of negotiation between teachers' organisations and the employers of teachers.

Teachers' organisations are here assigned a role that goes beyond the consultation for which provision is made in other paragraphs and is defined more precisely than the "participation" referred to elsewhere: teachers' organisations should *negotiate* with the employers the salaries and working conditions of those they represent. This principle is generally accepted in the private sector but not always in the case of the public sector, and the ILO deemed it necessary to incorporate it into the Labour Relations (Public Service) Convention, 1978 (No. 151). The Committee recalled the principle in its last report, after having expressed concern at the fact that in a

number of countries teachers' organisations play no part in determining salaries and working conditions and that there are hardly any signs of improvement in the situation. The Recommendation makes an appeal to social conscience — here as in the following two paragraphs — by reiterating objectives that are recognised today as being of fundamental importance.

83. Statutory or voluntary machinery should be established whereby the right of teachers to negotiate through their organisations with their employers, either public or private, is assured.

Once the principle of negotiation has been established, a procedure is required to ensure that it is applied. In some countries, teachers' organisations may "contact" the authorities or "take steps" to put forward their point of view. Even if negotiations take place, the final decision frequently rests with the public authorities. Some countries, however, have joint bodies responsible for determining salaries and working conditions. It appears that much remains to be done, particularly in the public sector, to ensure that this provision is applied.

84. Appropriate joint machinery should be set up to deal with the settlement of disputes between the teachers and their employers arising out of terms and conditions of employment. If the means and procedures established for these purposes should be exhausted or if there should be a breakdown in negotiations between the parties, teachers' organisations should have the right to take such other steps as are normally open to other organisations in the defence of their legitimate interests.

Machinery exists in many countries for the settlement of disputes but external bodies (arbitration council, administrative or ordinary tribunal) are more often involved than the joint machinery referred to in the Recommendation. The Committee noted in this connection that ILO Convention No. 151 makes provision for the settlement of disputes "through negotiation between the parties or through independent and impartial machinery, such as mediation, conciliation and arbitration, established in such a manner as to ensure the confidence of the parties involved". It therefore expressed the hope that those countries which have not already done so should establish machinery for the settlement of disputes in accordance with either this paragraph or Convention No. 151.

In 1970, the Committee interpreted the second sentence of this paragraph as implying the existence of the right of teachers' organisations to strike, as in the case of other workers. Of some 50 countries studied in 1974, almost one-half reported on restrictions which did not appear to be compatible with the Recommendation and which applied either to all teachers or to teachers in the public service.

IX. CONDITIONS FOR EFFECTIVE TEACHING AND LEARNING

85. Since the teacher is a valuable specialist, his work should be so organised and assisted as to avoid waste of his time and energy.

Modern trends in the administration of a school emphasise the importance of optimal planning and efficient management — where possible with the help of computerised techniques — of all the resources available within the institution and in its human and material environment, including time. In certain countries, training in such administration is given to the heads of schools. An introduction to new methods of organisation and their impact on the quality of the teaching should form part of the training of teachers.

Class size

86. Class size should be such as to permit the teacher to give the pupils individual attention. From time to time provision may be made for small group or even individual instruction for such purposes as remedial work and, on occasion, for large group instruction employing audio-visual aids.

In its first report (1970), the Committee already noted that the maximum permitted class size was relatively large throughout the world. In the developing countries, the average number of pupils per teacher is generally very high in primary schools. The dilemma facing many countries is whether to admit new pupils into classes that are already overcrowded or deprive many children of any kind of instruction.

In its latest report (1982), the Committee observed that the introduction of new teaching methods and techniques had had little impact on class size or on the teacher/pupil ratio.

In these circumstances, the chances for individualised teaching remain very uncertain. On the other hand, such approaches as the organisation of pupil groups, mutual instruction by fellow pupils and a system whereby the older pupils tutor the younger ones have proved less awkward to implement, provided that teachers have been properly trained to use them.

Ancillary staff

87. With a view to enabling teachers to concentrate on their professional tasks, schools should be provided with ancillary staff to perform non-teaching duties.

This paragraph complements paragraph 85.

The Committee drew up a list of personnel carrying out support activities under the direct supervision of teachers — monitors, boarding school instructors and staff responsible for the maintenance of technical and laboratory equipment. Although all countries do not adopt the same approach to the use of ancillary staff in school, the 1975 International Conference on Education recommended the use of “other professionals and specialists in the education system on a full-time or part-time basis to participate with the teachers in the realisation of the education

programme". Apart from ancillary staff not involved in teaching, various categories of personnel are associated, in many countries, with the educational process in the classroom or the school: the reports mention doctors, psychologists, social workers, craftsmen, architects, sociologists, economists, factory technicians, etc. The involvement of these specialists in the school is generally restricted to a technical contribution related to their specialisation, by arrangement with the teachers concerned.

In quite a few countries, programmes providing an introduction to educational problems are arranged for ancillary staff. In other countries, such staff are invited to participate in further education programmes for teachers.

88. (1) Authorities should provide teachers and pupils with modern aids to teaching. Such aids should not be regarded as a substitute for the teacher but as a means of improving the quality of teaching and extending to a larger number of pupils the benefits of education.

Teaching aids

(2) Authorities should promote research into the use of such aids and encourage teachers to participate actively in such research.

The Recommendation expressed, on a number of occasions, its desire to maintain and improve the quality of education while extending its benefits to a greater number. The use of teaching aids, such as audio-visual equipment in its varied and not necessarily costly forms, is in keeping with these concerns.

At the present time, new, less costly and more accessible techniques can also help teachers to make their teaching more effective.

89. The hours teachers are required to work per day and per week should be established in consultation with teachers' organisations.

Hours of work

Some 40 governments indicated to the Committee that teachers' organisations participated in one way or another in the fixing of standards concerning hours of work. Such participation ranges from the submission of suggestions to negotiations. However, in a not inconsiderable number of countries, the authorities do not consult teachers' organisations on this matter.

90. In fixing hours of teaching account should be taken of all factors which are relevant to the teacher's work load, such as:

(a) the number of pupils with whom the teacher is required to work per day and per week;

(b) the necessity to provide time for adequate planning and preparation of lessons and for evaluation of work;

(c) the number of different lessons assigned to be taught each day;

(d) the demands upon the time of the teacher imposed by participation in research, in co-curricular and extra-curricular activities, in supervisory duties and in counselling of pupils;

(e) the desirability of providing time in which teachers may report to and consult with parents regarding pupil progress.

It is difficult to gain a precise idea of teachers' workload on account of the diversity of tasks involved in teaching duties. A substantial number of countries take account, at least in part, of the factors referred to here. In some countries, the working week includes teaching as well as other activities. The Committee suggested that newcomers to the profession should be assigned, for an introductory period, a maximum number of hours of teaching below the generally applied standards in order to have more time available for preparation.

91. Teachers should be provided time necessary for taking part in in-service training programmes.

This provision is particularly important in view of the evolution of knowledge and teaching methods. Teachers are often entitled to leave without pay for purposes of training, subject to certain conditions; alternatively, their timetable is arranged in such a way as to allow them to take part in training programmes during school opening hours. In some countries, a certain number of hours per week or days per year are allocated for this purpose. If, as is also sometimes the case, training programmes are organised during the school holidays, it is important that their duration should be determined in such a way as to ensure that teachers are given a sufficient period of rest.

92. Participation of teachers in extra-curricular activities should not constitute an excessive burden and should not interfere with the fulfilment of the main duties of the teacher.

93. Teachers assigned special educational responsibilities in addition to classroom instruction should have their normal hours of teaching reduced correspondingly.

Both these paragraphs are intended to draw attention to certain activities which are difficult to delimit and verify, and may well constitute an excessive burden for the teacher. Extra-curricula activities, which differ considerably from country to country, are many and varied: running of clubs, associations, libraries and co-operatives, sports, organisation of leisure activities, road safety training, community well-being and development activities . . . No precise definition has been given to special educational responsibilities in addition to classroom instruction.

Teachers' participation in extra-curricular activities is often arranged on an optional and voluntary basis. They are sometimes considered part of the normal working week or regarded as overtime. Several countries rearrange or reduce teachers' hours of work to compensate for the increased workload that they entail. The tendency for such activities to proliferate was a cause for concern to the Committee, from the standpoint considered

here. With regard to overall educational responsibilities, an intermediate position adopted by several countries is to attempt to arrange activities according to a specific number of hours worked per week, ranging from 36 to 46 hours.

94. All teachers should enjoy a right to adequate annual vacation with full pay. ***Annual holidays with pay***

“School holidays” must not be confused with annual holidays with pay. School holidays are devoted in part to compulsory activities — training, preparation for the following year’s classes, administrative duties, remedial classes. . . Here again, the Committee stressed the importance of ensuring that such activities do not reduce the duration of holidays to which the teacher is entitled to a level below that of other workers in his country.

With regard to remuneration during holidays, while the situation appears to be very favourable in the case of teachers with tenure in the public sector, it is sometimes a cause for concern in the private sector, where holidays are not always provided with full pay, or as regards teachers who are not in regular employment.

95. (1) Teachers should be granted study leave on full or partial pay at intervals. ***Study leave***

(2) The period of study leave should be counted for seniority and pension purposes.

(3) Teachers in areas which are remote from population centres and are recognised as such by the public authorities should be given study leave more frequently.

The Recommendation was ahead of the ILO which, recognising the importance of this type of leave, adopted in 1974 the Paid Educational Leave Convention (No. 140) and Recommendation (No. 148).

In a very large number of countries, teachers are entitled to take study leave from time to time on full or partial pay, depending on the nature and purpose of the leave. In several countries, however, study leave — or study leave of certain types — is taken without pay. There are also cases where the period of study leave is not counted for seniority or pension purposes. Lastly, only a few countries state that they give study leave more frequently to teachers in areas which are remote from population centres. According to the small amount of information available, the number of teachers having taken study leave is generally low. Practical difficulties are no doubt an obstacle to the application of rather generous provisions.

96. Leave of absence granted within the framework of bilateral and multilateral cultural exchanges should be considered as service. ***Special leave***

At the time of the last survey, 37 countries stated that they were engaged in exchanges, but the number of participants is usually very low. In general, leave of absence within the framework of such exchanges appears to be considered as service.

97. Teachers attached to technical assistance projects should be granted leave of absence and their seniority, eligibility for promotion and pension rights in the home country should be safeguarded. In addition, special arrangements should be made to cover their extraordinary expenses.

98. Foreign guest teachers should similarly be given leave of absence by their home countries and have their seniority and pension rights safeguarded.

Teachers' rights generally appear to be safeguarded when they are attached to technical assistance projects but there is practically no information concerning special arrangements made to cover their extraordinary expenses. In those countries which have provided figures, there appear to be far more teachers attached to such projects than teachers participating in cultural exchanges, and the developing countries are well represented. The Committee stressed the need to respect participants' trade union rights.

Paragraph 98, with regard to which the Committee made no observations, provides foreign guest teachers in general with safeguards regarding seniority and pension rights in their home countries. The Recommendation seeks to promote the mobility of teachers without jeopardising their security of tenure and suggests that authorisations for leave of absence should be granted in the home country. However, very little information is available concerning the real situation.

99. (1) Teachers should be granted occasional leave of absence with full pay to enable them to participate in the activities of their organisations.

(2) Teachers should have the right to take up office in their organisations; in such case their entitlements should be similar to those of teachers holding public office.

In addition to the standards already referred to regarding paid educational leave, which also apply to trade union education, the ILO has made provision, in the Workers' Representatives Convention (No. 135) and Recommendation (No. 143) of 1971, for facilities to be afforded to workers' representatives to enable them to carry out their functions promptly and efficiently.

Some countries grant teachers who have taken up trade union office leave of absence with pay so that they may participate in the activities of their organisations, whether these involve general duties in the school itself, or such special responsibilities as participation in negotiations. High trade union officials are in some cases entirely freed from their professional obligations during their term of office, but do not always receive pay. Lastly, in a few countries teachers may attend meetings of their organisation without loss of pay.

There are cases, however, where this provision is not applied, not to mention countries which do not yet grant teachers the right to join trade unions.

100. Teachers should be granted leave of absence with full pay for adequate personal reasons under arrangements specified in advance of employment.

This type of leave may be classified under two headings: family events (marriage, bereavement, etc.) and personal matters. Such leave is given in many countries and its duration varies from three to 15 days. It is not always granted with full pay and several replies mention the possibility of taking longer periods of leave, but without pay.

101. (1) Teachers should be entitled to sick leave with pay.

Sick leave and maternity leave

(2) In determining the period during which full or partial pay shall be payable, account should be taken of cases in which it is necessary for teachers to be isolated from pupils for long periods.

With regard to sick leave, teachers are in some cases subject to the same arrangements as other workers and, if in the public service, are entitled to leave granted in that service. Frequently, however, teachers are accorded special treatment which, except in a few cases, is rather favourable. Nevertheless, in a few countries treatment differs considerably, depending on whether teachers have tenure or not.

102. Effect should be given to the standards laid down by the International Labour Organisation in the field of maternity protection, and in particular the Maternity Protection Convention, 1919, and the Maternity Protection Convention (Revised), 1952, as well as to the standards referred to in paragraph 126 of this Recommendation.

The Maternity Protection Convention (Revised), 1952 (No. 103), makes provision for a compulsory period of maternity leave of at least 12 weeks, of which at least six weeks are taken after confinement. Several countries grant a shorter period of leave. Some countries provide leave without pay; the teacher in some cases receives social security benefits equivalent to the whole or part of the salary (in accordance with Convention No. 103, which stipulates that benefits shall be provided either by means of compulsory social insurance or by means of public funds, but that the employer shall in no case be individually liable for the cost of such benefits).

103. Women teachers with children should be encouraged to remain in the service by such measures as enabling them, at their request, to take additional unpaid leave of up to one year after childbirth without loss of employment, all rights resulting from employment being fully safeguarded.

Apart from additional unpaid leave granted after childbirth, or even after adoption, which is of a period of several years in some cases, certain countries reduce the number of hours of teaching assigned to mothers,

facilitate their entry into part-time service or grant them additional days of leave. Employment and rights resulting from it appear generally to be safeguarded. Today, however, the notion of parental leave is tending to replace that of leave for the mother only.

Teacher exchange

104. Authorities should recognise the value both to the education service and to teachers themselves of professional and cultural exchanges between countries and of travel abroad on the part of teachers; they should seek to extend such opportunities and take account of the experience acquired abroad by individual teachers.

105. Recruitment for such exchanges should be arranged without any discrimination, and the persons concerned should not be considered as representing any particular political view.

106. Teachers who travel in order to study and work abroad should be given adequate facilities to do so and proper safeguards of their posts and status.

107. Teachers should be encouraged to share teaching experience gained abroad with other members of the profession.

The authority responsible for selecting teachers is usually central government or the ministry of education.

The most frequently mentioned selection criterion is that of university qualifications. Other criteria adopted by various countries include experience, state of health, professional skills and knowledge of the language of the host country.

No specific information is available on the facilities offered to teachers who study abroad outside the framework of bilateral or multilateral exchanges.

The reports do not provide information on the way in which the experience acquired by teachers abroad is taken into account.

School buildings

108. School buildings should be safe and attractive in overall design and functional in layout; they should lend themselves to effective teaching, and to use for extra-curricular activities and, especially in rural areas, as a community centre; they should be constructed in accordance with established sanitary standards and with a view to durability, adaptability and easy, economic maintenance.

109. Authorities should ensure that school premises are properly maintained, so as not to threaten in any way the health and safety of pupils and teachers.

The provisions concerning school buildings are drawn up in rather general terms: they are to be safe, attractive, functional, lend themselves to various uses and be easy to maintain. Depending on the climate, the type of construction and the materials used in each country, these requirements may be fulfilled in many different ways. The attention of the authorities is

also drawn to the need for properly maintaining school premises. In most countries, special regulations apply to the construction of school buildings but in a few cases they are covered by general building regulations.

110. In the planning of new schools representative teacher opinion should be consulted. In providing new or additional accommodation for an existing school the staff of the school concerned should be consulted.

This paragraph imposes a twofold obligation: that of consulting representative teacher opinion before new schools are built and that of consulting the staff of the school concerned when existing premises are to be altered. Several countries make reference to official consultations that are held fairly often through the agency of heads of schools but in others, teachers are not consulted on this matter, which is of such importance to them.

111. (1) Decent housing, preferably free or at a subsidised rental, should be provided for teachers and their families in areas remote from population centres and recognised as such by the public authorities.

Special provisions for teachers in rural or remote areas

(2) In countries where teachers, in addition to their normal teaching duties, are expected to promote and stimulate community activities, development plans and programmes should include provision for appropriate accommodation for teachers.

A number of countries provide adequate housing in rural or remote areas, as advocated by the Recommendation. Others supply electricity, lighting or heating free of charge. The Committee pointed out that teachers in populated areas are not always favoured in this regard.

112. (1) On appointment or transfer to schools in remote areas, teachers should be paid removal and travel expenses for themselves and their families.

(2) Teachers in such areas should, where necessary, be given special travel facilities to enable them to maintain their professional standards.

(3) Teachers transferred to remote areas should, as an inducement, be reimbursed their travel expenses from their place of work to their home town once a year when they go on leave.

The inconvenience of geographical isolation should be compensated by additional allowances: removal and travel expenses, travel facilities where necessary to enable teachers to maintain their professional standards, and reimbursement of travel expenses from their place of work to their home town once a year. Among the allowances referred to by various countries, reference should be made to more rapid career advancement, housing loans, study leave, longer holidays and the loan of a vehicle.

113. Whenever teachers are exposed to particular hardships, they should be compensated by the payment of special hardship allowances which should be included in earnings taken into account for pension purposes.

Twenty-six governments indicated to the Committee that teachers working in certain rural or remote areas received allowances of 10 to 100 per cent of their basic salary, but did not specify whether such allowances were taken into account for pension purposes.

X. TEACHERS' SALARIES

114. Amongst the various factors which affect the status of teachers, particular importance should be attached to salary, seeing that in present world conditions other factors, such as the standing or regard accorded them and the level of appreciation of the importance of their function, are largely dependent, as in other comparable professions, on the economic position in which they are placed.

This paragraph, rather than constituting a specific recommendation, contains a general declaration of principle on the importance of the salary as an indication of the level of appreciation of the teaching function. At its Second Session in 1970, the Committee requested the ILO to carry out an in-depth study of the question.¹

115. Teachers' salaries should:

(a) reflect the importance to society of the teaching function and hence the importance of teachers as well as the responsibilities of all kinds which fall upon them from the time of their entry into the service;

(b) compare favourably with salaries paid in other occupations requiring similar or equivalent qualifications;

(c) provide teachers with the means to ensure a reasonable standard of living for themselves and their families as well as to invest in further education or in the pursuit of cultural activities, thus enhancing their professional qualification;

(d) take account of the fact that certain posts require higher qualifications and experience and carry greater responsibilities.

Very few official statements are made referring expressly to recognition, through adequate remuneration, of the importance to society of the teaching functions; two countries even admit that teachers' salaries do not sufficiently reflect that importance. Do they compare favourably with salaries paid in other occupations requiring similar or equivalent qualifications? In many countries this is not the case in the private sector and, if the opposite is true in the public sector, there nevertheless remain exceptions. With regard to judging whether teachers' salaries ensure them

¹ See *Teachers' pay* (Geneva, ILO, 1978).

“a reasonable standard of living”, the Committee felt that this was a difficult matter to evaluate as what is considered reasonable varies from one country, and even one person, to another. Salary adjustment in accordance with higher qualifications and experience or greater responsibilities does not appear to give rise to any problem.

116. Teachers should be paid on the basis of salary scales established in agreement with the teachers' organisations. In no circumstances should qualified teachers during a probationary period or if employed on a temporary basis be paid on a lower salary scale than that laid down for established teachers.

There are here two quite distinct recommendations. The first, which supplements paragraph 82 by referring more specifically to the establishment of salary scales, is applied to a highly varying degree. Its conciseness should not conceal its essential importance.

With regard to the salaries of qualified teachers during a probationary period or when employed on a temporary basis, the Committee points out that the situation is different in each case. Teachers in both categories are in some cases subject to abuse. Qualified teachers during a probationary period or employed on a temporary basis should not be denied their proper place on the salary scale.

117. The salary structure should be planned so as not to give rise to injustices or anomalies tending to lead to friction between different groups of teachers.

The research carried out by the ILO for the purposes of the study on teachers' pay did not bring to light injustices or anomalies of this type.

118. Where a maximum number of class contact hours is laid down, a teacher whose regular schedule exceeds the normal maximum should receive additional remuneration on an approved scale.

According to the same ILO research, a teacher is often expected, in an emergency, to carry out a certain amount of overtime within the normal exercise of his/her functions, that is to say without compensation. This is not in conformity with the Recommendation. In a substantial number of countries, however, class-contact hours above normal hours of work are remunerated at a rate which may be either higher or lower than the basic salary rate applying to normal hours of work.

119. Salary differentials should be based on objective criteria such as levels of qualification, years of experience or degrees of responsibility but the relationship between the lowest and the highest salary should be of a reasonable order.

In the great majority of cases, the criteria used for establishing salaries are qualifications and years of experience but various other factors, which in

some cases are difficult to evaluate objectively, are applied in particular countries: quality of work, personal conduct, political and social activity. The Committee considers that in order to implement the second part of this paragraph the need to raise those salaries which are particularly low should be reconciled with that of retaining an inducement to improve qualifications.

120. In establishing the placement on a basic salary scale of a teacher of vocational or technical subjects who may have no academic degree, allowance should be made for the value of his practical training and experience.

This provision concerns teachers of vocational or technical subjects who have no academic degree; it is intended to guarantee them a satisfactory level of salary by ensuring that allowance be made for their practical training and experience. No information has been provided on the application of this paragraph.

121. Teachers' salaries should be calculated on an annual basis.

The ILO study showed that teachers' salaries were calculated on an annual basis in about one-half of cases and on a monthly basis in the other half, in line with the periodicity of salary payments. In fact, the important point is that salaries should be paid regularly throughout the year.

122. (1) Advancement within the grade through salary increments granted at regular, preferably annual, intervals should be provided.

(2) The progression from the minimum to the maximum of the basic salary scale should not extend over a period longer than ten to 15 years.

(3) Teachers should be granted salary increments for service performed during periods of probationary or temporary appointment.

One of the characteristics of teachers' remuneration is the predominance of the system of salary scales which appears appropriate for an occupation in which the same work is normally carried out over a fairly long period or even throughout working life. In most cases, increments are granted at annual intervals but two-yearly intervals are also frequent: three- or five-year intervals apply in some systems. In some cases the periodicity of increments varies with length of service.

With regard to the progression from the minimum to the maximum of the salary scale, in one group of countries it extends from eight to 15 years and, in a second, larger, group, over a period of 20 years and above.

Lastly, teachers performing service during periods of probationary or temporary appointment should be entitled to salary increments. This is particularly important when such periods are of long duration.

123. (1) Salary scales for teachers should be reviewed periodically to take into account such factors as a rise in the cost of living, increased productivity leading to higher standards of living in the country or a general upward movement in wage or salary levels.

(2) Where a system of salary adjustments automatically following a cost-of-living index has been adopted, the choice of index should be determined with the participation of the teachers' organisations and any cost-of-living allowance granted should be regarded as an integral part of earnings taken into account for pension purposes.

Almost everywhere, salary scales for teachers are adjusted periodically to take into account the rise in the cost of living. The adjustment is most often included in the basic salary but in some cases cost-of-living allowances are paid separately. In recent years the adjustments in question do not appear always to have compensated fully for the rise in the cost of living. The Committee expressed concern in this regard. A few countries pointed out that salaries were aligned periodically with the general level of costs.

The machinery used varies considerably; in some cases provision is made for participation by teachers' organisations. Cost-of-living adjustments are always based on the official index, even when it is felt that the official index is not an entirely satisfactory indicator.

124. No merit-rating system for purposes of salary determination should be introduced or applied without prior consultation with and acceptance by the teachers' organisations concerned.

Merit-rating systems for purposes of salary determination are extremely controversial: several methods to evaluate the quality of work have been tested but teachers are distrustful of them. The Recommendation does not prohibit such systems but makes them subject to acceptance by the teachers' organisations concerned.

XI. SOCIAL SECURITY

125. All teachers, regardless of the type of school in which they serve, should enjoy the same or similar social security protection. Protection should be extended to periods of probation and of training for those who are regularly employed as teachers.

General provisions

This paragraph lays down the principle that teachers, student teachers and teachers during periods of probationary appointment should all enjoy the same or similar social security protection; as always, the Recommendation is addressed to the private sector as well as to the public sector. In 1976, the Committee requested the ILO to undertake with the help of the International Social Security Association a comprehensive study

of the question.¹ The study proved to be difficult as teachers are rarely covered by a specific scheme; in most cases they fall under the general workers' scheme or the public service scheme. The field to be covered was therefore an extremely broad one.

126. (1) Teachers should be protected by social security measures in respect of all the contingencies included in the International Labour Organisation Social Security (Minimum Standards) Convention, 1952, namely by medical care, sickness benefit, unemployment benefit, old-age benefit, employment injury benefit, family benefit, maternity benefit, invalidity benefit and survivors' benefit.

(2) The standards of social security provided for teachers should be at least as favourable as those set out in the relevant instruments of the International Labour Organisation and in particular the Social Security (Minimum Standards) Convention, 1952.

(3) Social security benefits for teachers should be granted as a matter of right.

The ILO is carrying out sustained standard-setting activity in regard to social security. It was natural, therefore, that the Recommendation should refer to such activity. The Recommendation expressly mentions Convention No. 102 concerning minimum standards of social security, but also refers to other relevant instruments. These instruments, some of which date from after 1966, concern maternity protection, employment injury and occupational disease benefits, invalidity, old-age and survivors' benefits, medical care and sickness benefits.

The objective pursued in paragraph 126 is an ambitious one, as teachers are to benefit from standards of protection at least as favourable as those set out in these instruments in all the contingencies referred to, even if this is not the case for all workers in the country concerned. In 1979, the Committee was of the opinion that no country in the world could claim to have attained this objective. The contingencies for which the best coverage is provided — in the great majority of countries — are old-age and sickness, and those for which least coverage is given are unemployment and family responsibilities.

127. The social security protection of teachers should take account of their particular conditions of employment, as indicated in paragraphs 128-140.

The Recommendation makes an original contribution by linking social security measures to the specific characteristics of the profession. As has been indicated, these characteristics are not always taken into account since a substantial number of teachers are covered by the general social security scheme.

¹ See *Social security for teachers* (Geneva, ILO, 1979).

128. In regions where there is a scarcity of medical facilities teachers should be paid travelling expenses necessary to obtain appropriate medical care.

Medical care

When teachers experience difficulties in receiving the medical care they require, it would appear natural to reimburse the additional expenditure that they incur. It is probably in rural or remote areas that this problem will most often arise.

129. (1) Sickness benefit should be granted throughout any period of incapacity for work involving suspension of earnings.

Sickness benefit

(2) It should be paid from the first day in each case of suspension of earnings.

(3) Where the duration of sickness benefit is limited to a specified period, provisions should be made for extensions in cases in which it is necessary for teachers to be isolated from pupils.

The Recommendation is here more stringent, in principle, than the relevant ILO Convention (No. 130), which provides that the granting of sickness benefits may be limited to 52 weeks in each case of incapacity and that there may be a period of delay in payment not exceeding three days after suspension of earnings.

Under the labour legislation of many countries, the employer is directly responsible for the payment of sickness benefits, a system which fails to provide sufficient safeguards to workers in the private sector and subjects employers to the risk of incurring expenditure beyond their financial means. Convention No. 102 stipulates that such benefits must be financed collectively by means of contributions or taxes.

130. Teachers should be protected against the consequences of injuries suffered not only during teaching at school but also when engaged in school activities away from the school premises or grounds.

Employment injury benefit

131. Certain infectious diseases prevalent among children should be regarded as occupational diseases when contracted by teachers who have been exposed to them by virtue of their contact with pupils.

The work of the teacher involves particular hazards; there are activities carried out away from the school and the working environment exposes the teacher to specific sources of infection. The Recommendation therefore advocates broad definitions with regard to both employment injuries and occupational diseases. It appears that the Recommendation here lays down objectives which are advanced in relation to the situation in many countries. Guaranteed protection during occupational activity even when performed away from the workplace is, however, a generally accepted principle.

132. Pension credits earned by a teacher under any education authority within a country should be portable

Old-age benefit

should the teacher transfer to employment under any other authority within that country.

In view of the stability of employment which normally characterises public service, the problem will hardly arise except in the case of teachers not in the public service or when several schemes exist, for example in federal States. Several countries make provision for co-ordination of the existing pension schemes in order to resolve this question of maintaining acquired rights.

133. Taking account of national regulations, teachers who, in case of a duly recognised teacher shortage, continue in service after qualifying for a pension should either receive credit in the calculation of the pension for the additional years of service or be able to gain a supplementary pension through an appropriate agency.

Teachers wishing to continue to exercise their functions after normal retirement age will obviously be encouraged to do so if the staff shortage in their profession provides them with profitable opportunities, including a guaranteed supplementary pension. In practice, there are a very large number of formulas for increasing pensions in this case, but they generally establish a limit. Such a limit may be the number of years of service that can be taken into account, an age limit for affiliation to a pension scheme or a compulsory retirement age.

The trend at present is to make regulations less stringent. The ILO Older Workers Recommendation, 1980 (No. 162), establishes the principle that, wherever possible, retirement should be voluntary and the age qualifying for an old-age pension should be flexible.

134. Old-age benefit should be so related to final earnings that the teacher may continue to maintain an adequate living standard.

This provision exceeds minimum ILO standards. In the public service pensions are often calculated on the basis of average remuneration during a prescribed number of years before retirement. However, as older teachers in certain cases seek to be relieved of some of their teaching or administrative duties during the final years of their career, a more favourable method in their case is to calculate the pension on the basis of average earnings during peak years of insurance.

Invalidity benefit

135. Invalidity benefit should be payable to teachers who are forced to discontinue teaching because of physical or mental disability. Provision should be made for the granting of pensions where the contingency is not covered by extended sickness benefit or other means.

136. Where disability is only partial in that the teacher is able to teach part time, partial invalidity benefit should be payable.

The need to protect teachers in the event of invalidity has already been underlined in paragraph 126. The second sentence of paragraph 135 recommends that pensions should be granted when there is no further entitlement to sickness or other benefits ; such continuing protection does not always appear to be fully assured. With regard to partial disability, the ILO Conventions make provision for benefits only in respect of a prescribed measure or degree of disability.

137. (1) Invalidity benefit should be so related to final earnings that the teacher may continue to maintain an adequate living standard.

(2) Provision should be made for medical care and allied benefits with a view to restoring or, where this is not possible, improving the health of disabled teachers, as well as for rehabilitation services designed to prepare disabled teachers, wherever possible, for the resumption of their previous activity.

The above comments concerning the basis used for old-age pension calculations are also valid in the case of invalidity benefits. The second subparagraph provides that disabled persons should be entitled to medical care. The trend at present is in fact to extend such care to those receiving pensions; but this can only be done where the social security system includes a medical care branch. As regards rehabilitation services, the Invalidity, Old-Age and Survivors Benefit Convention, 1967 (No. 128), makes it compulsory to provide them. It is not always an easy task to ascertain whether this right exists and it is even more difficult to ascertain whether it can always be exercised with the aid of institutions adapted to teachers' requirements.

138. The conditions of eligibility for survivors' benefit and the amount of such benefit should be such as to enable survivors to maintain an adequate standard of living and as to secure the welfare and education of surviving dependent children.

Survivors' benefit

As regards survivors in general, the Recommendation refers to an "adequate" standard of living, a term which, as has been seen, lends itself to different interpretations. Nevertheless, the Recommendation, naturally being concerned with educational objectives, includes such objectives in the protection to be afforded to dependent children.

139. (1) The social security protection of teachers should be assured as far as possible through a general scheme applicable to employed persons in the public sector or in the private sector as appropriate.

(2) Where no general scheme is in existence for one or more of the contingencies to be covered, special schemes, statutory or non-statutory, should be established.

(3) Where the level of benefits under a general scheme is below that provided for in this Recommendation, it

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should be brought up to the recommended standard by means of supplementary schemes.

Teachers are often covered by a general insurance or social security scheme in both the public and private sectors. Some countries, however, provide different treatment in each case: special, often more favourable, schemes for teachers in the public service and a general scheme for those in private schools. With regard to the latter, there are cases where they are not compulsorily covered by social security and their protection is at the discretion of the employer, or non-existent.

The adoption of special provisions for teachers is recommended only as a substitute measure, if there is no general scheme covering certain contingencies, or as a supplementary measure, in cases where the general level of protection is below that provided for in the Recommendation. Measures of one or other type have been adopted in a few countries, applying either to all those in the public service or to teachers. A combination of different solutions is used in most cases, depending on the contingencies concerned. The Recommendation is in any case flexible and takes account of the variety of schemes in force.

140. Consideration should be given to the possibility of associating representatives of teachers' organisations with the administration of special and supplementary schemes, including the investment of their funds.

This provision is somewhat limited in scope as it merely states that "consideration should be given to the possibility" of associating teachers' organisations with the administration of special and supplementary schemes. Such participation appears to be the exception rather than the rule.

XII. THE TEACHER SHORTAGE

The situation regarding teacher supply and demand has changed appreciably since 1966, at least in the industrialised countries. There are, generally speaking, very few countries where supply and demand are balanced: the majority of countries refer to a shortage or surplus, or to both at one and the same time.

141. (1) It should be a guiding principle that any severe supply problem should be dealt with by measures which are recognised as exceptional, which do not detract from or endanger in any way professional standards already established or to be established and which minimise educational loss to pupils.

(2) Recognising that certain expedients designed to deal with the shortage of teachers, such as over-large classes and the unreasonable extension of hours of teaching duty are incompatible with the aims and objectives of education and are detrimental to the pupils, the competent authorities as a matter of urgency should

take steps to render these expedients unnecessary and to discontinue them.

Increasing the class size and teachers' workloads appears at first sight to be an inexpensive way of overcoming a shortage and it may therefore be feared that school authorities will be tempted to have recourse to such means. A few countries acknowledge the existence of such measures. The Committee urged that over-large classes should be provided with all possible material and professional aid until such time as the situation can be improved. However, it is clear from the member States' replies that in many developing countries the shortage of teachers and its consequences regarding the quality of teaching do not represent a limited and transitional phenomenon but must be considered as difficulties of a structural nature, at least for several years to come.

142. In developing countries, where supply considerations may necessitate short-term intensive emergency preparation programmes for teachers, a fully professional, extensive programme should be available in order to produce corps of professionally prepared teachers competent to guide and direct the educational enterprise.

143. (1) Students admitted to training in short-term, emergency programmes should be selected in terms of the standards applying to admission to the normal professional programme, or even higher ones, to ensure that they will be capable of subsequently completing the requirements of the full programme.

(2) Arrangements and special facilities, including extra study leave on full pay, should enable such students to complete their qualifications in service.

144. (1) As far as possible, unqualified personnel should be required to work under the close supervision and direction of professionally qualified teachers.

(2) As a condition of continued employment such persons should be required to obtain or complete their qualifications.

The Committee, stressing the seriousness of this problem in the developing countries, urged that energetic measures be taken at all levels to ensure that enrolments continue to progress. There would seem to be a need to explore new approaches as regards policies for human resources and also for selection, recruitment, training and methods of school organisation and classroom teaching. Some suggestions in this connection have already been made in the foregoing remarks, particularly with reference to paragraphs 10, 15, 21 (2), 23, 31, 32, 77, 86 and 87. However, the suggestions in question have been of a general nature and doubtless remain inadequate. The ILO and Unesco are conscious of the importance and scale of this problem and are currently studying it in depth with a view to providing member States with more comprehensive

information and presenting more specific ideas regarding possible solutions.

145. Authorities should recognise that improvements in the social and economic status of teachers, their living and working conditions, their terms of employment and their career prospects are the best means of overcoming any existing shortage of competent and experienced teachers, and of attracting to and retaining in the teaching profession substantial numbers of fully qualified persons.

The Preamble to the Recommendation explicitly states that one of the Recommendation's objectives is to overcome the shortage of teachers. In fact, living and working conditions in the profession must be sufficiently attractive to encourage young people with the necessary gifts to enter the profession and to make a career in it. This paragraph supplements paragraph 141. The solution recommended to overcome the shortage of teachers, far from allowing a deterioration of working conditions of teachers already in employment, must serve to improve terms of employment and working and living conditions in the profession, in short, must serve to enhance the profession.

XIII. FINAL PROVISION

146. Where teachers enjoy a status which is, in certain respects, more favourable than that provided for in this Recommendation, its terms should not be invoked to diminish the status already granted.

This is a fundamental principle of labour law. The ILO Constitution in fact contains a paragraph corresponding to this final provision which states that the adoption of any Convention or Recommendation shall in no case be deemed to "affect any law, award, custom or agreement which ensures more favourable conditions to the workers concerned".

The status of teachers

Today, there are some 35 million teachers looking after children all over the world, from infant school through to the end of secondary education. The work they do is essential for the development of the human being and for society as a whole; but is the status they enjoy on a par with what is expected from them in fulfilling their mission?

The ILO and Unesco are both concerned with the teaching profession: the ILO from the standpoint of the teachers' situation as workers, their employment and their working conditions; and Unesco from that of their preparation for the difficult task they face and their contribution to their country's educational policy. An international Recommendation, adopted on the subject as a whole in 1966, is being followed up by the two organisations. This booklet, which presents the text of the Recommendation accompanied by brief comments, shows that it contains a number of ideas which may still be thought of as progressive today, nearly 20 years later, and that it can do much to improve the status of teachers and, in so doing, the general standard of education. But what impact does it have in practice? States are invited to follow the guide-lines it sets out, but to what extent do they do so? Can the Recommendation still serve to promote a coherent and valid reform of the educational system where such reform is needed? How much progress has really been made since it was adopted 18 years ago? Some of the answers to these questions will be found within these pages.

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